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Chairman: Mr. Yousfi ..... (Algeria)
Chairman of the Advisory Committee on Administrative and Budgetary Questions: Mr. Saha

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The meeting was called to order at 11.10 a.m.

Agenda item 132: Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations (*continued*)

Comprehensive report on strengthening the capacity of the United Nations to manage and sustain peace operations (A/61/858 and Corr.1 and A/61/937)

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Audit of the management structures of the Department of Peacekeeping Operations (A/61/743)

1. **Ms. Bárcena** (Under-Secretary-General for Management) recalled that the General Assembly, in paragraph 3 of its resolution 61/256 on strengthening of the capacity of the Organization in peacekeeping operations, had requested the Secretary-General to submit a comprehensive report elaborating on the restructuring of the Department of Peacekeeping Operations and the establishment of the Department of Field Support, taking into account the recommendations which the Office of Internal Oversight Services (OIOS) had made in its report on the audit of the management structures of the Department of Peacekeeping Operations (A/61/743).

2. Accordingly, the Secretary-General had presented proposals to strengthen the capacity of the Organization to manage and sustain peace operations. The restructuring proposals were contained in three reports, the first of which (A/61/858 and Corr.1) put forward changes to the current structural arrangements and staffing and, in response to the request made by the General Assembly in paragraph 4 of its resolution 61/256, indicated how the proposals took account of the views expressed at the 2007 session of the Special Committee on Peacekeeping Operations, in particular the need for measures to guarantee unity of command, to integrate efforts and to strengthen operational capacities at Headquarters and in field missions.

3. Addendum 1 to the report (A/61/858/Add.1 and Add.1/Corr.1) presented the budget for the support account for peacekeeping operations for the period from 1 July 2007 to 30 June 2008, while addendum 2 to the report (A/61/858/Add.2) contained revised estimates relating to the programme budget for the biennium 2006-2007 and the proposed programme budget for the biennium 2008-2009 under sections 5 (Peacekeeping operations), 28D (Office of Central Support Services) and 35 (Staff assessment). As the General Assembly had requested in paragraph 3 of its resolution 61/256, the addenda contained detailed descriptions of individual functions, post justifications and full financial implications.

4. The Secretary-General's proposals presented fundamental structural changes to support senior management in peacekeeping and were part of a continuum of reform to meet the growing volume and complexity of peacekeeping demands over the years. Such reform efforts had intensified in 2000, following the recommendations made in the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809). Subsequent reform efforts had been addressed in the report of the High-level Panel on Threats, Challenges and Change (A/59/565), the 2005 World Summit Outcome (General Assembly resolution 60/1) and the internal reform strategy of the Department of Peacekeeping Operations entitled "Peace operations 2010".

5. While the 2000 reform agenda had sought to equip the Department of Peacekeeping Operations with enough capacity to launch one new multidisciplinary mission per year, nine field missions had been launched or expanded in the previous three years alone, and another three missions were currently in the active start-up phase. The Secretary-General had emphasized that, if the Secretariat was to rise to the challenge of the considerable increase in the volume and breadth of operations, there must be a significant departure from the status quo.

6. Military contingent numbers in 2007/08 were forecast to be 107 per cent higher than in 2002/03, and the number of military observers was forecast to be 50 per cent higher in 2007/08 than in 2002/03. The total number of field personnel in missions managed by the Department was over 100,000, compared to 57,000 five years previously. The completion of deployments in Lebanon and Timor-Leste, and the possible hybrid African Union/United Nations mission in Darfur, and operations in Chad and the Central African Republic, could increase the number of peacekeeping personnel by 20 to 40 per cent in 2007. Recent history had shown that further demands could arise suddenly and unexpectedly. The Secretariat must therefore be equipped to absorb such growth.

7. Headquarters capacity continued to lag behind expansion in the field, resulting in managerial strain, as the reports of the Board of Auditors and OIOS had indicated. Following the implementation of reforms in 2002/03, the ratio of peacekeeping staff at Headquarters to field personnel had been 1 to 96, judged sufficient to cover existing needs and support the deployment of one new mission per year. The current ratio of 1 to 149 showed that the increase in field personnel had not been matched by backstopping at Headquarters. The ratios were even worse in the Department of Management and other departments, excluding OIOS, that supported peacekeeping operations.

8. While there was no absolute linear relationship between the number of personnel employed in the field and backstopping at Headquarters, it must be remembered that peacekeeping needs had grown not just in quantity, but also in complexity. Security Council mandates had given peacekeeping missions increasingly broad responsibilities in such areas as protecting civilians, promoting the rule of law, supporting national efforts to reform security institutions, protecting children and dealing with gender issues. The OIOS report on the audit of the management structures of the Department of Peacekeeping Operations (A/61/743) had recognized that staff resources in the Secretariat had not kept pace with the number of field personnel being supported, or with the complexity of tasks performed. Similarly, at its 2006 and 2007 sessions, the Special Committee on Peacekeeping Operations had reiterated the urgent need to strengthen the operational capacity of the Organization at all levels in the field and at Headquarters.

9. The Secretary-General's proposal to restructure the Department of Peacekeeping Operations into two departments, with the establishment of a new Department of Field Support headed by an Under-Secretary-General, must be seen in the context of the need for major additional resources to keep pace with the level of peacekeeping activity in the field, focusing especially on middle and senior management. To strengthen the efficiency and coherence of support for field operations, and to ensure effective oversight, existing Headquarters capacities related to field operations would be consolidated and assigned to the Department of Field Support, which would assist field operations with personnel, finance, procurement, logistics, communications, information technology and other administrative and management issues and provide services to the Department of Peacekeeping Operations and the Department of Political Affairs.

10. Although the whole of the existing Office of Mission Support would be transferred to the Department of Field Support, the new Department would need more staff, particularly to establish the necessary senior management capacity. The Department of Management would continue to play a leadership role in central policy-setting and all areas of management, including human resources, budgetary discipline, finance and accounting, procurement and information and communication technology. The Secretary-General believed that the best way to mobilize resources for peacekeeping operations involving the deployment of military and police personnel was to vest the Department of Field Support with adequate authority to appoint procurement officers at Headquarters and in the field. He had consequently proposed the establishment of a Field Procurement Service within the new Department, to make the procurement process more streamlined and more responsive to needs in the field, to clarify roles, responsibilities and accountability, to provide greater control over priorities, and to provide oversight of all stages of supply chain management. That would also help to address the underlying weaknesses in controls identified by OIOS.

11. In order to prevent any duplication in functions and resources, the Department of Management would retain control, ownership and leadership with regard to Secretariat procurement functions, including the

vendor database, the vendor review committee, the procurement manual, training in issues including best value for money and procurement ethics, and the procurement website. The Department of Management's Procurement Division would continue to undertake reviews taking full account of the needs of field procurement and the development of common information technology systems for field and Headquarters procurement, and its newly established vendor management team would ensure diversity of sourcing among the Member States and strive to afford business opportunities to developing countries. In addition, the Procurement Reform Implementation Team and the new Planning, Compliance and Monitoring Section would continue to develop and implement various procurement reform initiatives. The Headquarters Committee on Contracts would serve both the Department of Management and the Department of Field Support, with the latter represented in its membership.

12. Finally, additional resources for strengthened capacity had been proposed for other areas of the Secretariat, particularly the Department of Management, the Office of Internal Oversight Services, the Department of Public Information and the Office of Legal Affairs, to respond to the increase in demand for backstopping support.

13. The budget for the support account for peacekeeping operations for the period from 1 July 2007 to 30 June 2008 (A/61/858/Add.1 and Add.1/Corr.1) provided for 819 continuing posts and 303 posts for new functions. The $65.5-million increase in the support account budget for 2007/08 over the approved level for 2006/07 represented 1.2 per cent of the proposed $5.3-billion peacekeeping budget for 2007/08, while the total support account budget for 2007/08 represented 4.8 per cent of the proposed peacekeeping budget for 2007/08. The performance report on the budget of the support account for peacekeeping operations for the period from 1 July 2005 to 30 June 2006 (A/61/733 and Add.1) indicated that, out of an appropriation of $146.9 million under General Assembly resolution 59/301, $136.0 million had been expended, leaving an unencumbered balance of $10.9 million and resulting in a budget implementation rate of 92.5 per cent.

14. As indicated in the revised estimates relating to the programme budget for the biennium 2006-2007 and the proposed programme budget for the biennium 2008-2009 under sections 5 (Peacekeeping operations), 28D (Office of Central Support Services) and 35 (Staff assessment) (A/61/858/Add.2), the Secretary-General proposed to finance the new post of Under-Secretary-General in the Department of Field Support, two new Assistant Secretary-General posts in the Department of Peacekeeping Operations and one new Assistant Secretary-General post in the Department of Field Support from the regular budget, as part of the core resources for both departments. As the requirements for six new posts would be met through realignment of existing resources and the abolition of seven existing posts, no net additional resources were being sought under the programme budget for the biennium 2006-2007.

15. The action which the General Assembly was invited to take in respect of the financing of the support account for peacekeeping operations, the programme budget for 2006-2007 and the proposed programme budget for 2008-2009 was described in paragraph 163 of the comprehensive report on strengthening the capacity of the United Nations to manage and sustain peace operations (A/61/858) and in paragraph 67 of the performance report on the budget of the support account for peacekeeping operations for the period from 1 July 2005 to 30 June 2006 (A/61/733). Since the Member States had the daunting task of reviewing a large volume of documentation within the time frame allowed by the Committee's programme of work, the Secretary-General had attempted to provide pertinent information to enable them to make informed decisions. He looked forward to early approval at the sixty-first session of the structure and related resources for the Department of Peacekeeping Operations and the Department of Field Support, in order to implement in full General Assembly resolution 61/256 on strengthening of the capacity of the Organization in peacekeeping operations.

16. **Mr. Guéhenno** (Under-Secretary-General for Peacekeeping Operations) said that the proposals before the Committee, while numerous, did not represent a break with the past, as most of them built on the recommendations of the Special Committee on Peacekeeping Operations, OIOS, the Board of Auditors, external management consultants and the Panel on United Nations Peace Operations. Moreover, while the proposals were imaginative, they were not radical or revolutionary, and were not aimed at taking

the task of peacekeeping away from the Secretariat or at forging one set of policies for peacekeeping and another for the rest of the United Nations system.

17. The proposed new Department of Field Support and the Department of Peacekeeping Operations would work within the overall policy framework determined by the Department of Management and the Office of Legal Affairs on the basis of legislative mandates. They would also rely on the independent capacities of OIOS. The relationship between the Department of Peacekeeping Operations and the Departments of Political Affairs, Safety and Security and Public Information, the Office of the United Nations High Commissioner for Human Rights, the Office for the Coordination of Humanitarian Affairs and the United Nations agencies, funds and programmes should continue to be strengthened.

18. It should also be remembered that certain capabilities that were critical for post-conflict situations — such as coping with matters of public administration, employment generation, governance, infrastructure, humanitarian relief or human rights — must be drawn from various parts of the United Nations system, as the Secretary-General had not proposed to give the Department of Peacekeeping Operations the necessary infrastructure. The main thrust of the proposals regarding that Department and the new Department of Field Support was to give them the operational capacity to backstop effectively at Headquarters the interlinked functions regularly found in modern peacekeeping missions, which aimed to help national actors maintain a secure environment in the immediate aftermath of conflict.

19. While many parts of the United Nations system must therefore continue to be involved in supporting peacekeeping, it was unreasonable to expect heads of peacekeeping missions to report to, and receive instructions from, more than one Under-Secretary-General on a daily basis. The principles of unity of command and integration of effort meant that the Under-Secretary-General for Peacekeeping Operations and his or her Department must have the capacity to play an effective integration role at Headquarters. While much progress had been made in that regard, much remained to be done.

20. Although no single proposal made by the Secretary-General involved large sums of additional resources, the overall resource request was large. However, it was not unreasonable in the light of the recent surge in peacekeeping activities, whether measured in terms of the number of personnel in the field, the level of the peacekeeping budget or the number of complex integrated missions.

21. As the comprehensive report on strengthening the capacity of the United Nations to manage and sustain peace operations (A/61/858 and Corr.1) had made clear, the numerical strength of the senior management team for peacekeeping had remained unchanged since 2002, even though the level of activity in the field had — by certain measures — doubled, resulting in overwhelming demands on the Under-Secretary-General for Peacekeeping Operations. A second Under-Secretary-General focusing on support would make it possible to devote adequate time and attention to policy and operational matters. The undeniable challenges posed by creating two departments, each headed by an Under-Secretary-General, could be overcome.

22. Whatever arrangements were put in place must recognize that a significant number of United Nations personnel were regularly engaged in risky military operations. Action taken at Headquarters affected their security and safety, their lives and the lives of the millions depending on them. As their function was unique, in the United Nations system, the proposed structural arrangements at Headquarters would also have unique features relative to other parts of the Secretariat.

23. The time frame for the consideration of the proposals was undeniably tight. While many of the elements involved were not new, their combined volume was daunting. The Advisory Committee deserved particular credit for its report, which helped to clarify a number of issues and should also help the Fifth Committee to reach a decision.

24. **Ms. Ahlenius** (Under-Secretary-General for Internal Oversight Services), introducing the related report of the Office of Internal Oversight Services (A/61/743), said that the audit to which it referred had been conducted, in pursuance of General Assembly resolution 59/296, in order to assess whether the existing organizational structures, strategies and key management functions of the Department of Peacekeeping Operations adhered to sound management principles and practices, and whether coordination with other partners in peace operations

was effective. It had identified several weaknesses in the Department's management structures, including the lack of a comprehensive doctrine on the accountability structure, management of delegation of authority and allocation of responsibilities within the Department; insufficient use of results-based budgeting as a performance measurement system or as a strategic framework; and inadequate integration of operational processes in the Department.

25. The audit had also identified areas for further improvement in communication and coordination with the Department's partners, including the need to establish a single point of communication in the Department and terms of reference for integrated mission task forces. It had likewise stressed the need for a formal and robust internal control framework, which it considered to be a building block of any accountability structure. A much-improved results-based management framework and a risk management framework were also needed.

26. All of the 15 recommendations issued by the Office following the audit had been accepted and several were already being put into effect. As the audit had been concluded before the Secretary-General had made his proposals to the General Assembly for restructuring the Department, it did not take the impact of those proposals into account. However, the recommendations set out in the report were intended to ensure sound management principles under any organizational structure.

27. **Mr. Saha** (Chairman of the Advisory Committee on Administrative and Budgetary Questions), introducing the related report of the Advisory Committee (A/61/937) in respect of the Secretary-General's comprehensive report (A/61/858) and its two addenda (Add.1 and Add.2), said that the Secretary-General's proposals involved a combination of structural change, redistribution of functions and resources between departments and strengthening of capacities. The Advisory Committee was aware of the need to strengthen the Organization's capacity at Headquarters to mount and sustain peace operations but cautioned that additional posts and structural changes were only part of the reform equation. Greater attention needed to be paid to systemic issues requiring improvement of work processes and procedures. It therefore recommended that the Secretary-General should be requested to review work processes in relevant departments, in the context of the proposed budget of the support account for 2009/10, with a view to streamlining staffing and avoiding duplication, with preference being given, in some instances, to provision for general temporary assistance rather than posts.

28. Turning to the budget for the support account for peacekeeping operations for 2007/08 (A/61/858/Add.1), he said that the unencumbered balance under the support account, which had been $11 million at the end of 2005/06, was expected to exceed $21 million at the end of 2006/07. For 2007/08, the Advisory Committee's recommendations would involve a reduction of $23,990,200 to the proposed budget of $254,500,100. Of the 400 new posts proposed, it had recommended approval of 247, over and above the net increase of 95 posts due to various transfers. As for the revised estimates relating to the programme budget for 2006-2007, and the proposed programme budget for 2008-2009 (A/61/858/Add.2), it recommended that related expenditure for 2006-2007 should be reported in the context of the second performance report, while, for the proposed programme budget for 2008-2009, continuing additional requirements would be incorporated in the initial appropriation for the biennium upon its adoption in December 2007.

29. The Advisory Committee's report contained specific recommendations on all of the Secretary-General's proposals on posts and other resources, with the exception of the proposal to establish a post of Under-Secretary-General for Field Support, which was addressed in section IV. It had noted that those proposals formed part of a continuum of reform undertaken by the Organization to deal with the growing volume and complexity of peacekeeping demands over the years and that they did not represent the end of that process. A number of related reviews and analyses were still outstanding and others were suggested by the Advisory Committee. The reform proposals and the Advisory Committee's recommendations should be seen in that context.

30. **Ms. Zimmermann von Siefart** (Germany), speaking on behalf of the European Union, said that the European Union had always attached great importance to United Nations peacekeeping, which was one of the Organization's core functions. The European Union wondered whether the substantial reductions suggested by the Advisory Committee in relation to the Secretary-General's proposals took adequately into account the growth in the size and complexity of

peacekeeping operations. It recognized the need to review the Department's strategy and structure, bearing in mind, however, the importance of keeping the overall budget under control and ensuring that increases were justified.

31. The European Union placed special emphasis on the need to preserve a clear chain of command and control in the conduct of peacekeeping operations and to coordinate the work of the Department of Peacekeeping Operations and that of the new Department of Field Support. Restructuring the Secretariat was not enough: structural changes must go hand in hand with managerial improvements and ongoing United Nations reform efforts. It was important to sustain the momentum while avoiding undue haste, so as to put an end to the current state of uncertainty and allow the Secretariat to focus on delivering peace operations.

32. **Mr. Hussain** (Pakistan), speaking on behalf of the Group of 77 and China, said he supported the Secretary-General's initiative to restructure the Department of Peacekeeping Operations and strengthen the Organization's capacity to manage and sustain peace. The proposed reforms should be predicated on the objectives of unity of command in missions at all levels; coherence in policy and strategy; clear lines of accountability and responsibility at all levels; increased capacity of the Military and Police Divisions; close interaction and coordination with troop-contributing countries at every stage of peacekeeping missions, particularly the integrated peacekeeping missions; greater safety and security of United Nations personnel; more streamlined procurement processes to ensure full accountability, oversight and absence of conflict of interest; and adequate administrative and managerial capacity to provide solid logistical support to the missions. The Group would examine the proposed changes in the light of those objectives. It had a special interest in the Secretary-General's procurement reform, which should be addressed comprehensively, while proposals to move functions should clearly illustrate how they would complement the ongoing reform process, particularly under General Assembly resolution 61/246. Details on the progress made in implementing that resolution should be provided in informal consultations. Lastly, the Group stressed that the negotiations on the Secretary-General's proposals should be inclusive, transparent and open.

33. **Ms. Stevens** (Australia), speaking also on behalf of Canada and New Zealand, said that it was the responsibility of Member States to conduct a thorough analysis of the Secretary-General's proposals, drawing on the work of the Advisory Committee but without relinquishing the decision-making role of the General Assembly. The three delegations had supported General Assembly resolution 61/256, which Member States should implement by responding constructively to the Secretary-General's proposals. Despite their substantial cost, the proposed reforms were necessary for strengthening United Nations peace operations. There had not been any commensurate growth in the resources available to the Secretariat for supporting those operations, in which there had been an unprecedented and continuing surge. Moreover, many of the systemic improvements recommended by the Secretary-General were not new, having already been suggested as far back as 2000. Since then they had been incorporated into the "Peace operations 2010" reform agenda, which had in turn provided the basis for the current proposals. The integrated operational teams were just one example of an overdue reform.

34. The proposed Department of Field Support should be provided with the resources it needed to operate as planned. Management needed reinforcement, as did the Secretariat's military and police capacity, while integrated teams should provide coherent, integrated and timely support for missions. The three delegations also supported the establishment of an Office of Rule of Law and action to improve the relationship with the Department of Political Affairs.

35. Improving the system meant improving the working methods of the Organization by addressing systemic weaknesses. The three delegations would accordingly seek reassurance on such matters as unity of command, information and communication technology and possible duplication of functions and would also welcome further clarification of the expected benefits of a parallel procurement function. They remained committed to providing the Secretariat with the necessary resources, subject to the test of critical analysis, but would not support unnecessary costs: they expected results and accountability.

36. **Mr. Shinyo** (Japan) said that his delegation supported the thrust of the Secretary-General's proposals. It attached great importance to putting in place an organizational structure and authority that would enable the United Nations to be managed as a

coherent budgetary whole, with resource requests for peacekeeping operations under the budgetary control of the Secretariat. It was in favour of the establishment of a new Department of Field Support headed by an Under-Secretary-General, while acknowledging the major management challenges that might result. The establishment of integrated operational teams within the regional divisions of the Department of Peacekeeping Operations might not be a solution to those challenges. The delegation of Japan was also concerned about the need to avoid redundancy in the creation of new posts.

37. It agreed that reinforcement of the rule of law and the establishment of basic sustainable security institutions were fundamental aspects of peacekeeping. It considered, however, that host countries should eventually manage and take ownership of their own peace processes. A holistic, long-term approach was called for, involving not only enhanced coordination and collaboration with other United Nations agencies on the ground and the donor community, but also other forms of United Nations involvement, such as special political missions. Other parts of the Secretariat, such as the Department of Political Affairs, could provide expertise and vision. His delegation was of the view that the question of reinforcing such a function within the Department of Peacekeeping Operations needed to be considered very carefully. It also deemed it important, in accordance with General Assembly resolution 61/246, to make a serious study of management arrangements for procurement, including clear lines of accountability and delegation of authority, before proceeding with any changes in structure or addition of resources.

38. **Mr. Choi** (Republic of Korea) said that his delegation believed that the Secretary-General should be given the flexibility to initiate bold reforms and that such flexibility should precede accountability. Peacekeeping operations were one of the greatest success stories of the United Nations in recent years, and for that reason had been increasingly in demand, while growing ever more complex. His delegation commended the Secretary-General for the measures he had proposed to restructure the Department of Peacekeeping Operations, particularly in the light of the related concerns expressed by Member States. He noted that the proposals were the continuation of a broader reform process that had begun in 2000 with the report of the Panel on United Nations Peace Operations and had been fleshed out in the "Peace operations 2010" reform agenda. The delegation of the Republic of Korea had urged the Secretary-General to expedite the full implementation of those earlier reform recommendations, on which his new recommendations had been largely predicated. It found the Advisory Committee's analysis and recommendations to be reasonable and prudent and hoped that the Fifth Committee would use them as a basis for expediting its consideration of the Secretary-General's report and reaching early decisions on his proposals. The process should not be overly protracted, as it would have a direct and powerful effect on the lives and safety of United Nations peacekeepers and those they protected.

39. **Mr. Traystman** (United States of America) reiterated his Government's support for the Secretary-General and his authority to manage the United Nations. There was indeed an urgent need to strengthen the Organization's capacity to meet the global challenges of peacekeeping in a reasonable and cost-effective manner. The Secretary-General's comprehensive report on strengthening the capacity of the United Nations to manage and sustain peace operations (A/61/858 and Corr.1) presented detailed proposals for achieving that objective. Moreover, the Advisory Committee's related report (A/61/937) contained detailed comments and recommendations in response to each proposal.

40. While recognizing the scope and complexity of the task that the Advisory Committee had faced in reviewing the Secretary-General's proposals within a short time, his delegation regretted that the Committee had not been in a position to consider the issue earlier in the session. The Secretary-General's proposals and the Advisory Committee's analysis and recommendations raised many difficult issues. Nonetheless, it was critical to the Organization's ability to mount and sustain effective and cost-efficient peacekeeping operations that the Committee should make progress on the matter during the current session.

41. **Mr. Díaz** (Nicaragua) said that, to enhance the Organization's capacity to respond to increasingly complex challenges, it was necessary not only to increase human and financial resources, but also to discuss how they could be used more efficiently. His delegation supported the proposed increase in resources, but had serious doubts as to the appropriateness of the new structure. General Assembly resolution 61/256 had been adopted in haste

and pointed the United Nations not towards the future, but towards the past, in particular the early 1990s when the newly established Department of Peacekeeping Operations had taken over responsibility for administrative and logistical support for field missions from the Department of Management. The Member States now seemed to be conducting an exercise in damage control, as it was highly improbable that they would decide to reconsider ideas set out in that resolution.

42. Far from ensuring unity of command, the creation of the post of Under-Secretary-General for Field Support would lead almost inevitably to duality of command and would undermine the integrated approach being sought. His delegation did not, therefore, support the creation of the post at the current time. There was a fundamental need to strengthen the integrating elements contained in the Secretary-General's report, as those elements — which had originated in the reform agenda "Peace operations 2010" — were the new structure's only safeguard against such duality of command and disintegration. His delegation therefore fully supported the creation of integrated operational teams and was surprised that the Advisory Committee had effectively recommended dismantling them and reducing the number of posts requested. The integrated mission planning process cell also needed to be strengthened, not undermined. Other key elements included the transfer of the Situation Centre from the Office of Operations to the Office of the Under-Secretary-General for Peacekeeping Operations and the strengthening of that office with a Chief of Staff.

43. However, it was far from certain that such integrating elements would be enough to safeguard against disintegration. What was certain was that the division of the Department of Peacekeeping Operations into two Departments, each with its own Under-Secretary-General, would not provide the Organization with the vision and leadership necessary to strengthen the operational capacity of peacekeeping operations, which would actually remain far more integrated than Headquarters. The lives of people requiring protection and of the civilian and military personnel of peacekeeping operations were too important for the General Assembly to adopt the wrong structure for purely political reasons, despite the lessons learned in the 15 years since the creation of the Department of Peacekeeping Operations.

44. **Mr. Singh** (India) said that his Government attached great importance to peacekeeping operations as the Organization's key instrument for maintaining international peace and security. India had contributed over 80,000 troops to 41 peacekeeping operations since the Organization's inception, and 112 Indian personnel had made the supreme sacrifice. India was still one of the largest troop contributors, with almost 9,400 troops serving under the United Nations banner. His delegation was therefore very interested in the successful outcome of the Secretary-General's reform proposals. The General Assembly had already conveyed its support for the objectives of that endeavour through resolution 61/256; however, several questions must still be answered before the Member States could commend themselves on a job well done.

45. His delegation supported the restructuring of the Department of Peacekeeping Operations and the establishment of a Department of Field Support, but called on the Secretary-General to take all measures to guarantee unity of command, to promote the integration of efforts and to strengthen operational capacity, both at Headquarters and in field missions. His delegation shared the Advisory Committee's view that the proposed new organizational structure might present some major management challenges, including potential complications regarding chain of command, accountability, coordination and maintenance of an adequate system of checks and balances that might arise from the unusual arrangement of having one head of department report to and take direction from the other. It was puzzling, therefore, that the Advisory Committee saw merit in the establishment of a post at the level of Under-Secretary-General to head the Department of Field Support. The proposed Chief of Staff in the Department of Peacekeeping Operations, meanwhile, would have to be superhuman to fulfil the impossible mandate of coordinating between the two Departments while answering to one master. The Chief of Staff in the Department of Peacekeeping Operations, the integrated operational teams and other proposed capacities might be well-intentioned efforts to ensure unity of command and integration at Headquarters, but good intentions did not always translate into good outcomes. His delegation therefore agreed that those arrangements should be assessed in the light of experience and that care should be taken to avoid the creation of an additional bureaucratic layer.

46. The creation of a new, all-encompassing Department of Peacekeeping Operations alongside the Department of Field Support seemed to be an admission that coordination and integration within the Secretariat had failed. His delegation was convinced that, despite every effort to rationalize administrative structures and processes, efforts could be duplicated and resources wasted owing to the similarity between the objectives, functions and capacities of the proposed Departments of Peacekeeping Operations and Field Support and those of other departments. He therefore strongly endorsed the Advisory Committee's recommendation that the Secretary-General should review comprehensively the work processes in the relevant departments and their relationship to the work processes in the proposed Departments of Peacekeeping Operations and Field Support, with a view to streamlining staffing and avoiding duplication.

47. Structural change was no substitute for managerial improvement. If the creation of the new peacekeeping infrastructure was to yield results, related systemic issues such as inefficient and duplicative work processes and cumbersome and outdated procedures needed to be addressed. Above all, any restructuring or realigning of departments involving substantial delegation of authority, particularly in procurement and human resources management, must clearly establish lines of authority and explicit accountability measures. Otherwise the whole exercise would be futile, if not counterproductive.

48. His delegation attached great importance to the concept of an integrated approach to the multidimensional problems encountered in complex peacekeeping missions. However, the modalities of such an approach should be clarified so as to allow greater flexibility in responding to the evolving needs of peacekeeping operations and efficient use of resources. With respect to procurement, his delegation eagerly awaited the report of the Secretary-General requested in resolution 61/246. It would be prudent to take into account the outcome of that analysis, particularly with regard to internal controls, delegation of authority and segregation of functions, before concretizing the new structure. His delegation also looked forward to discussions on such key issues as the rule of law and security institutions, information and communication technology and the re-establishment of OIOS posts and to the comprehensive analysis of the evolution of the support account requested in resolution 60/268.

49. It had become a cliché that human resources were the Organization's most vital asset. However, troops were the most critical component of peacekeeping missions. Without them, there would be no peacekeeping. It was regrettable that, despite the critical role of the Military Division, the proposed Office of Military Affairs had been bypassed in terms of additional resources, particularly since ad hoc structures had been created in the Military Division on the grounds that it was under-resourced.

50. **Ms. Rodríguez de Ortiz** (Bolivarian Republic of Venezuela) said that her delegation had already stated its position during the negotiations on resolution 61/256 and in the Special Committee on Peacekeeping Operations. The Secretary-General's comprehensive report (A/61/858 and Corr.1) met some of her delegation's concerns; however, some elements of the proposal would undermine the proper functioning of the proposed departments.

51. Her delegation shared the Advisory Committee's assessment regarding the challenges presented by the new organizational structure, in particular the necessary coordination between two departments headed by officials at the same level. As noted in the Secretary-General's report, the creation of two parallel structures required additional capacities to ensure integration and coordination between them. Meanwhile, the transfer of responsibility for such areas as human resources management, procurement and the preparation of peacekeeping budgets from the Department of Management to the Departments of Peacekeeping Operations and Field Support should be addressed with a view to ensuring efficiency and avoiding duplication. Accountability mechanisms also needed to be established to ensure administrative responsibility and a common accountability policy throughout the Organization.

52. Regarding the proposed new structure of the Department of Peacekeeping Operations, her delegation was in favour of strengthening the Organization's capacity at Headquarters, as that would enable it to respond effectively to current peacekeeping needs around the world. She therefore supported the proposal to reconfigure the Africa Division into two full divisions and to upgrade the Military Adviser post to the Assistant Secretary-General level.

53. With respect to the Department of Field Support, the Committee would require more information about a number of proposals before taking a decision. Some proposals would also have to be analysed in the light of the reports to be submitted on procurement reform. She would also appreciate a clarification from the Secretariat regarding the functions to be delegated in the areas of human resources management and preparation of peacekeeping budgets.

54. **Mr. Muhith** (Bangladesh) expressed his delegation's disappointment at the late issuance of documents. The Advisory Committee's report, for example, had been made available just the day before, leaving very little time to conclude such an important item.

55. The Committee had before it hundreds of pages of reports, the contents of which were closely related to many other key issues. The proposals needed to be discussed in depth before any decisions could be taken. However, there was a lack of information in many areas, including the results of past reform exercises in terms of effectiveness and efficiency achieved and lessons learned; improvement of work processes; synergies between the Department of Peacekeeping Operations and other departments, specialized agencies, funds and programmes; administrative and other savings following the transfer of functions from one department to another; the evolution of the support account and its impact on the proposed restructuring; delegation of authority for human resources management and procurement to the Department of Field Support; and the role of the Deputy Secretary-General with regard to broader management issues. As noted earlier, the reform proposals should also be considered in the context of a number of reviews and analyses that were still outstanding. Lastly, in his delegation's view, the issue of the hierarchy between the Under-Secretary-General for Peacekeeping Operations and the Under-Secretary-General for Field Support was not as simple as the Secretariat envisaged.

56. **Mr. Ahmad** (Pakistan) said that his Government supported the Secretary-General's efforts to strengthen and reform the Organization's peacekeeping capacity. As a major troop contributor, Pakistan had a vital interest and a direct stake in the success of United Nations peacekeeping. His delegation had analysed the Secretary-General's realignment proposal objectively and was satisfied that, in accordance with resolution 61/256, proper intergovernmental procedure was being followed.

57. For Pakistan, the key objectives of the proposed restructuring were rationalization and integration, overall strengthening, increased efficiency and effectiveness, the safety and security of personnel in the field, unity of command in the field and at Headquarters, strengthened operational capacity in the field and at Headquarters, particularly in the Military and Police Divisions, and, lastly, accountability and oversight.

58. With the new posts and resources requested, his delegation was confident that the peacekeeping structure would be strengthened overall; however, on all the other objectives, doubts and challenges remained. The Advisory Committee's observation regarding the potential complications that might arise from having two Under-Secretaries-General validated his delegation's initial concerns regarding the basic rationale of the proposal.

59. The safety and security of peacekeeping personnel would, he believed, be enhanced with increased backstopping support, planning and management capacity at Headquarters; however, the issue was closely related to unity of command, on which doubts remained. Moreover, if the proposals were adopted, additional mechanisms would need to be considered to overcome the potential complications arising from having two Under-Secretaries-General.

60. With regard to the strengthening of operational capacity, the proposed strengthening of the Military and Police Divisions and of a number of operational departments was not very significant. The already small number of posts proposed by the Secretary-General would be reduced even further if the Advisory Committee's recommendations were accepted. On the other hand, a number of new posts had been proposed with a view to strengthening other auxiliary sections or creating new departments. The Committee would need to give more thought to how operational capacity could be strengthened further, particularly in the Military and Police Divisions. In that regard, his delegation supported the proposal to upgrade the Military Adviser post to the Assistant Secretary-General level and advocated further strengthening of the Current Military Operations Service, the Force Generation Service and the Military Planning Service.

61. With regard to the new structure for rule of law and security institutions, some questions remained regarding policy and guidelines. His delegation looked forward to discussing, and reaching agreement on, the ideal structure and resource levels.

62. The proposal to establish integrated operational teams within the regional divisions and the Office of Operations seemed reasonable. Such teams might be needed in order to have some semblance of integration and coordination once the Department of Peacekeeping Operations was split in two. However, he would appreciate a clarification regarding the operational linkages between such teams and the integrated mission task forces and how the new arrangement would improve the interface with troop-contributing countries.

63. The Advisory Committee's recommendations concerning the Department of Field Support were somewhat ambiguous. Moreover, questions had been raised regarding the long-term feasibility of having one Under-Secretary-General and one Assistant Secretary-General. The proposed arrangement should be discussed in detail.

64. Lastly, owing to its inherent complexities and its impact on peacekeeping operations, the proposed realignment needed to be considered seriously. Uncertainty, the most dangerous outcome, must be avoided at all costs, in the interest of enhancing the performance of peacekeeping missions and the safety and security of peacekeeping personnel.

65. **Mr. Kovalenko** (Russian Federation) said that it was vital for peacekeeping operations to be carried out reliably and effectively. In examining the restructuring proposals of the Secretary-General, his delegation believed that the structure adopted should ensure that Headquarters supported peacekeeping missions to enable them to operate with no interruption. That structure should also be thoroughly and clearly understood by the peacekeeping missions themselves, improve the management of the missions, enable the Secretariat departments involved in peacekeeping to operate more actively and eliminate duplication between departments.

66. His delegation concurred with the view of the Advisory Committee that the division of the Department of Peacekeeping Operations could present complications regarding unity of command, accountability, coordination and maintenance of an adequate system of checks and balances and the distribution of various auxiliary functions among departments, particularly procurement activities, human resources management and preparation of budget proposals. It continued to believe that transferring to the Department of Field Support all procurement for peacekeeping operations, which already accounted for 90 per cent of all of the Organization's procurement, was unfounded and ill-advised. Such an arrangement would destroy the fully justified division of labour in that regard between the Department of Peacekeeping Operations and the Department of Management and would represent a significant step backwards in the procurement reform in which Member States had invested considerable effort and resources, and which had yielded satisfactory results.

67. Internal controls and the division of powers in fields such as budget proposals and human resources management should remain. The Secretariat should retain and reinforce existing internal financial and administrative oversight mechanisms, especially if significant powers in those fields were to be delegated to a substantive department. When the proposals of the Secretary-General were examined, account should be taken of the overall context and gathering pace of the ongoing management reform in the Organization and of previous mandates from the Member States in that connection, including reporting on procurement and information technology.

68. Noting the Advisory Committee's satisfactory efforts to reduce the budget proposals of the Secretariat, the delegation of the Russian Federation emphasized that all requests for additional resources should be suitably and succinctly justified. Refining of the support structure for the Organization's operations in the field should not be limited to the current proposals of the Secretary-General. Steps should continue to be taken to eliminate duplication of effort and to improve the quality of the Secretariat's work, not by increasing the number of posts exponentially, but rather by improving efficiency and management quality, delegating powers rationally, increasing accountability for results and reducing Secretariat bureaucracy.

The meeting rose at 1.10 p.m.